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ABSTRACT

This document provides a "blueprint for action," based on the findings of Pathways to Employment II, a national meeting designed to identify local, state, and national strategies for improving the opportunities available to disabled youth for education, training, and employment. Following a statement of the problem, and a summary of the administrative and legislative recommendations, and recommendations to the education community and to the handicapped public, the booklet presents local, state, and national strategies. Each strategy area is accompanied by a list of the barriers to the handicapped in that area, a recommendation of what should be done, a statement of how it can be done, and a statement of who has to take the action. Strategies are developed for overcoming barriers to the handicapped in the following areas: financing, personnel preparation, programming, legislation, parents and advocacy groups, materials, interagency cooperation, employers, unions, accessibility, consummers, testing and evaluation, attitudes, insurance, and sheltered workshops. The publication also offers a description of how a similar meeting could be held on the state or local level, and provides a list of workshop delegates to Pathways II. (KC)

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A BLUEPRINT FOR

# ACTION

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by:
The Delegates to "Pathways to Employment—II"

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## Introduction

In late 1979, the Committee on Youth Development of the President's Committee on Employment of the Handicapped sponsored a conference called "Pathways to Employment—II". The purpose of this two day meeting was to bring together local, state and national leaders from the fields of special education, vocational education, higher education, vocational rehabilitation, CETA, sheltered workshops, employers, parents and handicapped people so that they would have the opportunity to share with one another their problems relating to the job preparation of handicapped youth. This meeting was a sequel to a similar meeting held in 1976.

This publication contains the views developed by the delegates and is offered in the hope that it will help all concerned better understand what remains to be done before handicapped youth achieve true equity in our Nation's education and training programs.

In addition, this publication offers a description of how a similar meeting could be held in your state or local area as a way of increasing everyone's understanding of the problems facing handicapped youth in occupational preparation.

## The Problem

During the course of its work, the Committee on Youth Development of the President's Committee on Employment of the Handicapped has learned much about the plight of handicapped young people. In order to illustrate the magnitude of their problem in career preparation consider the following.

Each year approximately 625,000 handicapped young people graduate or terminate eligibility in our nation's schools. Their future is predicted to look like this:

- 21% will become fully employed or enrolled in college.
- 40% will be underemployed and at the poverty level.
- 8% will be in their home community and idle much of the time.
- 26% will be unemployed and on welfare.
- 3% will be totally dependent and institutionalized.

Other startling facts are:

- approximately 2% of all vocational education students are handicapped. It should be about 10% or 11%.
- 2% of our four year college population is disabled. It should be about 10% or 11%
- 3% of our community college popuation is disabled. It should be about 10% or 11%.
- 3% or less of CETA clients are handicapped. It should be about 10% or 11%.
- preliminary studies have demonstrated a drop-out rate in high school of about 5 to 6 times higher for disabled students.

These are the overall statistics. They tell us clearly that much attention needs to be paid to career needs of handicapped youth. It is hoped that this document gives those laboring to improve the fortunes of handicapped youth the information necessary to be effective and aggressive change agents.

## Summary of Recommendations

In this section major recommended action steps are highlighted. They are targeted to four major groups. These are: administrative, legislative, education and the handicapped public. It is hoped that individuals responsible for or concerned with one or more of these areas will examine the germane grouping of recommendations and attempt to respond to them in an appropriate manner.

**Administrative Recommendations**

This is a summary of the major recommendations made during "Pathways to Employment—II" which are specifically directed to professionals in administrative policy positions in the fields of education, social services, employment services and rehabilitation. These concerns are discussed in detail in the next section of this report.

1. Establish effective linkages with related service providers and consumer organizations. Issue policy and procedures which foster interagency cooperation. Become client centered with respect to the delivery of your services and attempt to coordinate your agency's services with the offerings of other agencies. Look at the whole client's needs.

2. Evaluate existing programs for systemic barriers to participation by handicapped people. It isn't enough to simply declare a program open to handicapped people. They have to be able to get to it, get into the facility, use the equipment and process the information. For guidance in this area invite disabled people and their advocates into your program to review it for systemic barriers.

3. Understand the wide variances that exist within and among specific disabilities with respect to their potential and levels of functioning. This supports the need for an individualized programming approach and discourages the categorical programming approaches formerly embraced. In addition, the existance of wide variances necessitates the providing of a continuum of services. From the highly specialized protected environment to the fully integrated regular program. No single program will meet the needs of all handicapped youth. And, lastly, the wide variances that occur among similarly handicapped individuals demand that we guard against tendencies which tend to stereotype handicapped people into careers according to their disability (i.e. deaf people should be counseled into careers in high noise occupations, mentally retarded people should be counseled into custodial careers, etc.).

4. Develop reasonable policies with respect to class size, numbers of handicapped students in regular education classrooms, (but, no quotas!) training and certification requirements of regular staffs, (don't deny service delivery until such training is accomplished!), responsibilities of special education while handicapped students are integrated into regular classrooms and their availability to regular education teachers when serving handicapped students.

5. Attention needs to be paid by the program administrator to the cost-effectiveness of serving handicapped populations. Estimates and studies all tell us that each training dollar spent on handicapped individuals returns a hundred or more dollars in the form of income taxes collected, plus savings to the state on welfare and institutional care costs. "It's good business to educate handicapped people."

6. Conduct informational campaigns designed to inform parents and handicapped youth about existing opportunities for skill training and further education. Let them know about recent federal programs which guarantee their right to access.

7. Mount effective efforts designed to sensitize and train staff on the needs and potentials of handicapped people; on their rights and opportunities for service and how to better serve handicapped people with your program.

8. Appoint *qualified* staff to monitor your program's effectiveness in serving handicapped populations and to devise policy and program adaptations to insure their access.

**Legislative Recommendations**
This is a summary of the major recommendations made during "Pathways to Employment—II" which are specifically directed to legislators at the state and national level. These concerns are discussed in detail in the next section of this report.

1. Legislation in this field should be designed to foster interagency cooperation among special education, vocational education, vocational rehabilitation, CETA, etc., for the benefit of handicapped youth. Whenever promulgating amendments or new programs their potential to foster a coordinated delivery of services should be considered. One possible approach might be to target dollars to clients or students and empower a broker to purchase need services from related agencies. Also, include the need to demonstrate interagency cooperation as a form of accountability.

2. Add handicapped people as a protected class in civil rights legislation.

3. Fully fund and support legislative programs designed to improve the delivery of education and training services to handicapped people. At the same time emphasize, where appropriate, the responsibility of the states to provide these services over the long haul.

4. We need legislative emphasis on the need to meet the career training needs of handicapped youth. This is a national problem of serious proportions. Much needed emphasis could be in the form of amendments to current programs or it could be a specialized effort designed to coordinate existing services towards this goal.

5. We need research, information campaigns and personnel preparation programs which generate much needed knowledge and expertise on how we can accomplish the career training of handicapped youth.

6. Attention needs to be paid to just how costly, in terms of personal financial resources and lost opportunities, the due process programs (P.L. 94-142, Section 503 & 504 of P.L. 93-112) are to handicapped people who fight for their rights. Legislative action should not stop with due process protections. The right of access of handicapped people must be reaffirmed with and structured into each new program—both by policy degree and system or program design.

7. SSI, SSDI and Medicare programs should be amended to permit handicapped beneficiaries the opportunity to attempt work without intermediate loss of benefits. A phase-out rather than a close-out termination for newly working clients would accomplish this.

8. Enabling legislation and related policies governing vocational education's accountability should be reconceptualized so as to foster a philosophy that envisions vocational education as an intervention technique designed to benefit youth at risk, especially handicapped youth. Currently, vocational education's accountability is measured by the numbers of successful completors. This causes vocational education programs to seek the "cream" of the crop for admissions; not those who need it the most.

**Recommendations to the Education Community**
This is a summary of the major recommendations made during the "Pathways to Employment—II" which are specifically directed to educators, including special education, vocational education, vocational rehabilitation, adult education and higher education. These concerns are discussed in detail in the next section of this report.

1. The primary barrier facing handicapped people in skill training and education programs exists in the minds of program operators. If you lack first hand experience with this population be open-minded about their potentials. Realize that your lack of experience may be causing you to make assumptions about handicapped people that aren't at all true! You may be denying them access unfairly because "you think" they can't perform in a specific career education program. Chances are they can; and you don't realize it! So open your mind and your program's doors and gain some experience with disabled people.

2. It helps greatly if all educators and trainers are sensitized and prepared to serve handicapped students in their programs. This must be accomplished by adding appropriate course work to preservice and inservice programs. State certification should require this training of its professionals.

3. Regular education must address the need for sensitizing regular education nonhandicapped students to disability and the potential of handicapped people. This type of training will help smooth the way for healthy peer relationships when handicapped students enter the classroom.

4. Vocational education needs to fully commit itself to serving handicapped youth. This commitment needs to go beyond the proclamation stage and get into the action stage. Let's stop asking the question, "How are we going to do this?" and begin to try to do it.


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5. Higher education is not attracting a fair proportion of handicapped students into its programs. Higher education should strive to learn why handicapped people are not equitably involved in its programs even with Section 504 guarantees. Higher ed must become an aggressive recruiter. It must aid special education departments in designing academic programs that adequately prepare handicapped students for its programs. And, higher ed must re-examine its own accessibility.

6. Vocational rehabilitation should seek a close coordination with special education. Vocational rehabilitation should begin its association with potential student/clients during the early secondary years.

7. Special education must develop a prevocational and precollege awareness and institute career education, industrial arts and academic programs that better prepare handicapped students for future program options. These considerations should be made at all levels of special education (K through 12).

8. Special education must train special educators on how to deliver appropriate secondary special education programs. They must be cross trained in vocational education and vocational rehabilitation competency.

9. Special education must accept the responsibility to become informed and assertive advocates for the students they serve. They should train students and parents on their opportunities and rights. They should work for program improvements in both their own programs and in other programs which their students may benefit from.

10. Special education should consult with parents, handicapped people and employers when designing career related instruction programs for handicapped youth. This consultation will provide your program with current job information and will develop a team effort.

11. Routine tests and admission procedures may be screening qualified handicapped applicants out of badly needed programs in vocational education and higher education. Consult with special education and ask them to help you identify discriminatory testing or adminissions procedure. Institute appropriate modifications.

**Recommendations to the Handicapped Public**

This is a summary of the major recommendations made during "Pathways to Employment—II" which are specifically directed to disabled adults and youth, as well as persons acting as their advocates. These concerns are discussed in detail in the next section of this report.

1. Educate yourself and your peers regarding your rights and opportunities. Realize that you are, in most instances, the local monitoring and enforcement mechanism. Find out where the monies that are allotted for handicapped programs are going. Ask questions. Keep informed.

2. Parents of handicapped youth should join ranks and advocate for better programs and access to existing programs. At the same time, they should join existing organizations in order to influence these groups' to get involved with the education and training needs of handicapped youth. Groups in this latter category include the PTA, School Boards, CETA Prime Sponsor Boards, State Advisory Councils on Vocational Education, etc.

3. Handicapped people, parents of handicapped youth and their advocates should, to the maximum extent possible, present a unified front across all disability lines and avoid the temptation of categorical groupings competing against each other for the public's attention and for public programs.

4. Handicapped groups, parent and advocates must increase their understanding of "back lash" prejudices resulting from their assertions for access and better programs. We must meet this reality head-on and devise effective public relations efforts which counteract it. Also, we must avoid the temptation of accepting special privileges from the local power structure (i.e. half-fare rides on inaccessible public transportation, free parking at meters in front of inaccessible public buildings, etc.) instead of equal rights.

5. If you are a disabled person who has made it, be known and remain involved in the movement. More specifically make yourself known to your area's special education department and help them with career education programs for handicapped students. Talk to parents of disabled children about the potential of handicapped people for work and a full life. Become active in their—your—civil rights movement.

6. Advocates for handicapped people should remain close to those you serve or represent. Remain current on handicapped people's needs, desires and expectations. Involve them closely in your work.

7. Remember the law of supply and demand when lamenting the lack of appropriate local area education and training programs for handicapped youth. If there is a short or nonexisting supply of such programs, do your part to increase the demand for action! And, be sure not to settle for anything short of a quality program. Learn what a good program is for your area and push hard for it. A good program is one that teaches a marketable job skill.



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## Local, State and National Strategies

During "Pathways to Employment—II" the 200 delegates from across the country developed action steps or strategies designed to guide program administrators, legislators, teachers, parents, advocacy organizations and handicapped people in the evaluation and improvement of secondary and postsecondary programs for handicapped youth. All the issues and barriers relating to this area were divided into fifteen topical areas. These areas are:

1. Financing
2. Personnel Preparation
3. Programming
4. Legislation
5. Parents/Advocacy Groups
6. Materials
7. Interagency Cooperation
8. Employers
9. Insurance
10. Accessibility
11. Consumerism
12. Testing and Evaluation
13. Attitudes
14. Unions/Trade Associations
15. Sheltered Workshops

This section presents these fifteen topical areas and outlines the action steps developed by the delegates for each.

**Financing**

By financing we mean the how, who, why and how much regarding money resources in providing education, training and placement services to handicapped individuals, as well as the financing of related services and programs. Examination of this facet of a program will reveal much about its true nature.

Here are some questions you should be asking:

1. How is this program funded? Determine if funding is coming from a secure funding source or from a special funding source. An example of a secure funding source might be the local school budget, Or, from an established and ongoing state or federal program. If the program is being funded by a grant or from some other special funding source the money could disappear at any time jeopardizing the life of the program. Apart from this practical consideration there is a philosophical one that needs to be understood and evaluated when asking this question. It's this. Handicapped people are a segment of the general public. Public programs should be financed responsibly through public funds. It's philosophically sounder if a program for handicapped people is funded from the general fund, like everyone else; rather than from a special grant. The tone of this latter form of funding is that the local or state public agencies have not accepted fully their responsibility for serving, on a routine basis, this segment of the general public. While a special grant may give you a program under these circumstances the battle is not over.

A second consideration needs to be addressed under this question regarding the "how" of funding. It relates to the appropriate and creative use of available monies. Is the authority for the program tapping all existing sources of money? Sometimes a lack of knowledge or a fear of the unknown limits the amount of money a local authority has for its programs for handicapped people. For example, they may not know or want to get involved with the 10% set aside program for handicapped vocational education students established by the 1976 Amendments to the Vocational Education Act (Public Law 94-482). They may not be making creative use of a variety of local, state and federal funding sources. As an advocate you need to learn what these sources are and prompt your local agency on how to utilize them. Remember that reluctance here may be due to a fear of having to accept a higher level of responsibility. But, they must. And it's your mission to help them do so.

Regarding the appropriate use of funds, you, as an advocate, need to learn if the local authority is using, for example, vocational education set aside monies for quality vocational educational programs for handicapped youth. Or, are they using the money in a nonappropriate manner. It's very important that these monies be used the way they were intended to be used.

2. Why is this program being funded or not funded?, is the next question you should be asking. Normally, there are three types of motivation for the funding or programs for handicapped youth. They are: 1.) commitment, 2.) capitulation to pressure and 3.) conformity to state or federal requirements. Any motivation other than commitment indicates a weakness. Try and evaluate this quality in order to better determine how to proceed. Remember, any motivation is better than none at all so, pressure state and federal mandates that need to be pursued. But, only with commitment will success be achieved.

If need programs in this area are nonexistant and, therefore, not being funded follow the following steps. First, try to learn the reasons for inaction. Second, demonstrate to the community the need for these programs. Demonstrate this need in both human terms (who needs them) and social terms (the cost-effectiveness of training handicapped youth for employment. Third, demonstrate how a program should be formed. Invite experts to give technical advice. And, last, help to generate a demand for these services.

3. How much money is being made available for these programs? When asking this question remember that about 10% of the general population is disabled. Consequently, about 10% of the public budget should be used to serve this segment of our population. If the local authority is spending 1 million dollars on vocational education and 100



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students are in the program, approximately 10% of the funds and 10% of the student population should be represented by the handicapped population.

Concurrent with this need is the responsibility of your group to recognize the converse of this rule. As the overall fiscal "pie", all the monies available for a specific program diminish, so does the money available to handicapped programs. The point is your struggle for a fair share is connected to the community's struggle for adequate resources for the education and training of all youth. So, as you advocate for the vocational education of handicapped youth you should also be advocating for vocational education.

## Local, State and National Strategies

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Financing | | | |
| Disabled people don't get all the services they need when they need them because related agencies aren't cooperating for the benefit of the individual to be served. | Related agencies should learn how to coordinate their services and become client centered. | This can best be accomplished by a willingness to comingle funds and coordinate the use of funds in order to maximize the benefits of services to handicapped individuals. | All service agencies. Special Education. Vocational Education. Vocational Rehabilitation. CETA. |
| Public opinion believes it's costly to serve handicapped people with programs. | Demonstrate the cost-effectiveness of educating and training handicapped individuals. | Through local area studies, public media, and seminars for local officials on the subject. | Advocates and handicapped people. |
| Set aside program in voc. ed. not working as was designed. | Efforts should be mounted to track the use of this money to insure effective usage. | National and state study of the distribution of these funds. | BOAE, OCR and State Department of Voc. Education. |
| Not enough emphasis on developing awareness and information on the career needs of handicapped youth. | Research and other monies should be channeled into efforts designed to generate information on the problem and solution in this area. | Research priorities and other training priorities should be examined to be sure that this need is high on the list. | State Department of Education. Department of Education. Universities. |
| Apparent contradiction between the federal mandate to "provide a free and appropriate education" to all handicapped children and their funding responsibility. | Keep promise of full funding for P.L. 94-142 while reminding states that it is their responsibility over the long haul. | Publicize this fact loud and clearly throughout the land. | Congress. Department of Education. |
| Funded programs often unusable because much needed related services are not funded or included in program design. | When devising programs in this area understand the need to consider the provisioning of support services in order for target population to benefit from primary service. For example, therapy, transportation, etc., might be a prerequisite to the consuming of the actual service. | Plan programs with the individuals full needs in mind. | Congress. State agencies. Program Managers. |
| Program funds are far too categorical. You may use funds for x purpose and x purpose only. | Design more flexibility into the use of funds in various education, training programs. | Target funds to individuals with a broker who acts as clients agent buying needed services from each agency. | Congress. State agencies. |



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## Personnel Preparation

This topic covers the methods, levels, philosophy, content and structure of inservice and preservice education programs designed to ready professionals in the fields of education, counseling, training, rehabilitation and placement of handicapped youth.

Here are some questions you should be asking:

1. Are all professional personnel preparation programs addressing, with regularity, the topic of "how to" serve handicapped individuals? Since equal access to career related programs for handicapped individuals depends on program operators having at least a basic understanding of disability and the potentials handicapped people possess, it's terribly important that all related service programs—so called regular programs—train their professionals on this topic. Preservice training programs, college programs, must include course work on the needs of handicapped individuals for their services and "how to" provide for those needs. Specifically, regular education teachers, college instructors, career counselors, and vocational educators, should all be receiving course work which prepares them to serve handicapped individuals in their programs. A good way to measure if this need is being met is to find out if state certification procedures require knowledge on this topic. If not, it should.

Similarly, inservice training programs, those training programs offered to practicing professionals, for regular service personnel should include this type of instruction. The message in both cases should be on the capacity of regular education, higher education, counseling, vocational education to serve handicapped persons to the maximum extent feasible. If no such training exists in your area suggest its development. The best way to start is to invite working handicapped people to come to a course or inservice training program to discuss the potentials disabled people possess and how regular education and training programs can best serve disabled people.

2. Are special service providers' training programs teaching them all they need to know about the career related needs of handicapped youth? It's a two way street. Special education and vocational rehabilitation personnel should be given course work on the career options and potentials of handicapped youth. In the case of special education, it's very important that instruction be provided to both elementary and secondary level teachers on career development. Elementary special education teachers need to be made aware of the importance of prerequisite skills training and career education. Prerequisite skills are those skills or competencies that must be taught before career related instruction can take place. For example, social skills, vocational math and vocational reading. Unless disabled students are exposed to these concepts at this level they will have to be taught them during the secondary years. If this is allowed to happen then the secondary year's cannot concentrate on prevocational education as they should. In other words, we must understand the sequential relationships of elementary and secondary education to career development.

Also, our secondary special education teacher needs training on how to build on these competencies with prevocational programs, such as industrial arts and work-study programs. Only when special education fulfills its responsibilities in this manner can we reasonably expect a smooth transition for handicapped youth from special education to vocational education or CETA programs.

In the case of higher education, we need to better train our special educators on how to provide an appropriate precollege programs. Many careers depend on the successful completion of a higher education. Handicapped students who have potential for success in higher education should be getting good academic preparation in both elementary and secondary special education. Attention needs to be paid to this fact as well when training special educators.

In the case of vocational rehabilitation personnel, instruction should be regularly given at preservice and inservice levels on their capacity to support special and vocational education, CETA and higher education as they strive to serve the career related needs of handicapped youth. A cross training in these related disciplines would foster a better understanding about how each service provider should complement each other.

While much improvement needs to take place with regard to preservice and inservice training programs, access to programs should never be dependent on first conducting this training. Be prepared to meet the argument that before regular service providers can serve any handicapped young people they must first receive specialized training. The response to this is the realization that handicapped people vary greatly in level of functioning, even within the same disability category. Specialized training on "how to" serve handicapped persons normally is directed at the severely handicapped. Less severely handicapped persons can be easily integrated into a regular classroom in many instances without need for training. Consequently, this argument is false if generalized to the entire disabled population.

## Personnel Preparation

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Career related programs for handicapped youth are often times not appropriate to the employer's needs. | Teachers and trainers serving handicapped populations with career related programs establish closer ties with employer community. | Instruct teachers and trainers on "how to" establish linkages with employer community and how to shape programs based on employers' needs for trained workers. | Universities, SEAs, LEAs, Vocational Rehabilitation. |
| Handicapped youth in regular programs are not afforded needed support services. | Special education should be leading the way as far as identifying techniques and resources for supporting the instruction of handicapped youth in regular programs. | Each handicapped student in need of support services to aid a regular ed. or voc. ed. placement should have these services outlined in their IEP. | Special Education. |
| Lack of orientation and training of professionals asked to serve handicapped individuals. | Institute widespread teacher training programs designed to foster awareness and skills relating to the serving of handicapped populations. | Establish both inservice and preservice programs. | Universities, SEAs, LEAs. |
| Lack of an adequate supply of special education personnel and other personnel specifically trained to prepare handicapped students at the secondary level. | Colleges and university training programs should be encouraged to develop programs designed to teach these competencies. | State education agencies and other influential groups should be given direction on this need to area teacher preparation programs. | SEAs. Teacher Association. Federal agencies. |
| Lack of orientation and training of support school personnel (i.e. bus drivers, cafeterial personnel, custodians, etc.) on "how to" respond to the needs of handicapped students. | Develop a local level orientation program for school based and school related support personnel. | Enlist the aid of parents of handicapped students, special ed. stuff and handicapped people to advise on content of orientation. | LEA. |
| State certification for regular education does not require competencies related to serving handicapped students. | Amend state certification procedures to require that all appropriate education professionals possess certain competencies relating to the serving of handicapped students in their classrooms. | Petition state education leadership and/or legislative personnel to consider such action. | State Boards of Education. Teacher Association leadership. Advocacy. |
| Inability or difficulty of getting special education, vocational education and vocational rehabilitation to work together. | Reconceptualize personnel preparation programs so that they teach consistant terminology and practices which will foster interagency communication and cooperation. | Cross train each professional in special ed., vocational ed. and voc. rehab. in the other disciplines. | University, SEAs, Rehabilitation and Education Association. |
| Lack of research, both applied and basic, on the topic of career preparation of handicapped youth. | Support needed research so current and sound information can be published on this topic to educators, parents, rehabilitation professionals, etc. | Rearrange current research priorities. | Federal Agencies, Universities, SEAs. |
| CETA training programs lack competencies and awareness regarding the career related needs of handicapped youth. | Train CETA administrators and teachers on "how to" serve handicapped populations. | Enlist the aid of special education, parents and handicapped people. | Department of Labor. |
| Many sheltered workshop trainers should be required to have certification or specialized training | Establish professional requirements for sheltered workshop trainers and administrators. | Associations relating to sheltered workshops, state departments of labor and others should move in this direction. | U.S. Department of Labor. |

## Programming

The topic of "programming" means the content, structure, and philosophy of actual service programs which are designed to deliver education, rehabilitation, training, counseling and placement services to handicapped individuals.

Here are some questions you should be asking:

1. Are a variety of educational placements or options available to handicapped students? As has been mentioned earlier in this publication, the handicapped population exhibits a very wide range of abilities and interests—even within a single disability category. Consequently, no single program should be considered adequate to meet the needs of a number of handicapped youth. Often times program planners establish a program for handicapped persons. Then, they proceed to place nearly every handicapped person in that program. This is inappropriate as it tends to make the student fit the program rather than the program fit the student. While this approach is administratively expedient it denies handicapped people access to as wide a variety of options as are available to nonhandicapped youth. The answer is to establish a program that offers a variety of services from the most highly specialized to the regular program. This concept is called the continuum concept.

2. Is the Individualized Education Program used effectively to insure the delivery of career related instruction to each handicapped student? Probably the most effective tool we have available to insure that local education and training programs effectively meet the career development needs of handicapped youth is the IEP (Individualized Education Program). This document is required by both the Education for All the Handicapped Children Act and Section 504 of the Rehabilitation Act of 1973. As a way of monitoring local programs and determining how much attention is being paid to the career needs of disabled youth, your first step should be to help encourage the effective utilization of IEP's at the secondary and postsecondary level. Parents of handicapped youth should be focusing on their child's IEP and should be insisting that it contain career instructional objectives for their child. Advocates should become involved in school advisory groups and endeavor to insure the effectiveness of the IEP in securing career instruction for handicapped youth.

At one end of this continuum or spectrum severely handicapped students who may need institutional care should be afforded career related instruction in a segregated and highly specialized way. In the middle range of the continuum less severely handicapped students may be better suited for less structured setting; but, still one that calls for specialized teaching strategies and methods. And, lastly, at the other end of the continuum handicapped students may be able to function effectively in the regular program with a minimum or even without any support services. All that these higher functioning handicapped students may require is an accessible setting.

The continuum concept operationalizes the "least restrictive environment" mandate of the Education for All the Handicapped Children Act and Section 504 of the Rehabilitation Act. It's the only way to truly meet the educational needs of handicapped students since their needs vary so widely from one student to the next. Be sure that your area's programs have this dimension to them.

3. To what degree is career related instruction being given to handicapped students at all levels? Career education and prerequisite skills training should be on going during the elementary years for handicapped students. This preparation will make it possible for the secondary special education program to teach prevocational education, industrial arts and work-study program. If the spade work has not been accomplished during the elementary years, the secondary years cannot build on it. If the secondary years are forced to teach these prerequisite skills it will lessen its prevocation capacity. One program builds upon the other. If neither level is providing this kind of instruction then the likelihood that their handicapped students will benefit from vocational education and other skill training programs is dramatically reduced. As a result, we must review our elementary and secondary special education programs to insure that they are doing their job of preparing handicapped students for the "pay-off" programs (i.e. vocational education, CETA, etc.). Elementary special education must teach career education and secondary special education must teach prevocational competencies

## Programming

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| The Individualized Education Program (IEP) is not being used effectively as a tool for career related instruction for handicapped youth. | When preparing instructional objectives for IEP's the Career needs of handicapped youth must be considered and served. | Educate parents with regard to the career needs of their handicapped children. Foster career related instruction in secondary education with special educators. | Federal agencies, SEAs, LEAs. |

| Barrier | Recommendation | How | Who |
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| The Individualized Worker Rehabilitation Plan (IWRP) for handicapped youth needs to better coordinate its service delivery plan with the resources of education. | IWRP's for handicapped youth who remain eligible for educational services (post-secondary voc. ed. or CETA, etc.) should strive to incorporate these programming components in their planning. | Establish working arrangements with vocational education, CETA, etc. | Vocational Rehab. |
| Regular program operators believe that it is simply enough to declare a program "open to the handicapped", and, fail to take the necessary steps to eradicate systemic barriers to handicapped person. | Examine regular programs for systemic barriers to the handicapped and remove them. Systemic barriers are barriers that are intrinsic to the system or program. They are insidious and not obvious. | Invite disabled people, special educators to review all phases of the program to insure that it is truly accessible. Examine everything from physical accessibility and admittance procedures to curriculum content and staff attitudes. | SEAs, LEAs, Universities. |
| Accurate data is lacking which would give true indications of the situation of handicapped youth. | Program operators should maintain data on numbers of handicapped youth in voc., ed., CETA, career related programs in secondary special and regular ed and in higher education. These data should be broken down by disability, sex, age, occupational area being trained, type of program, etc. | Maintain data on this population. | Federal agencies. SEAs, LEAs. |
| Disabled individuals generally do not get instruction on job seeking skills and opportunities. | Instruction on how to get a job, what resource are available and what kinds of jobs are possible should be routinely given. | Modify curriculum, institute programs. | LEAs. |
| Disabled youth are denied appropriate programs because of the inflexibility of regular service providers to develop a continuum or variety of serice options. This is true in vocational education, CETA and higher education. | Program adaptations, newly devised programs which meet the needs of handicapped youth should be established in order to insure the delivery of skill training and career related instruction to handicapped youth. | Work with special education and vocational rehabilitation, parents and handicapped people to learn what is needed. Then produce it. | Vocational Education, CETA, Higher Education. |
| Lack of exemplary or model secondary special education programs and documentary materials to emulate or follow. | Research monies should be targeted to produce model secondary special education programs which adequately prepare disabled youth for vocational education, or higher education. | Rearrange research priorities. | SEAs, Federal agencies. |
| Programming monies are allocated by program administrators without adequate consultation with parents of handicapped youth, advocacy groups for handicapped people and handicapped people themselves. | Involve handicapped groups and individuals in the budgetary process. | Identify knowledgeable and interested persons from this interest group. | LEAs, SEAs. |
| Adequate resources and/or support services are often not available or when available, not applied where needed to help insure success. | Develop programs for handicapped youth in an interagency fashion. Involve special education, vocational education, vocational rehabilitation and other appropriate agencies in program development. | Establish working agreements with related agencies. | Vocational Education, Vocational Rehabilitation, Special Education, CETA, Related agencies. |

## Legislation

This topic concerns itself with the process of legislation, the philosophy of legislation and issues created by conflicting pieces of legislation.

Here are some questions you should be asking:
1. To what extent are local education and training facility operators promulgating information on the rights guaranteed to handicapped people under relevant legislative programs? Is anyone in the community providing information on these legal rights and protections? Over the last several years important advances have been made which are designed to insure the rights of handicapped people in education, training and employment. These advances are: "The Education for All the Handicapped Children Act"; "The Vocational Education Amendments of 1976"; "The Rehabilitation Act of 1973"; and, "The Comprehensive Employment and Training Act of 1978". The overall objective of these federal laws is to guarantee the right of handicapped persons to equal access in all programs designed to serve the general public as well as equal opportunity in employment.

Unfortunately, these programs depend, in large measure, on local monitoring and enforcement. While the federal government established the rights it did not create any major enforcement mechanism to monitor compliance. There are due process procedures and complaint procedures available to wronged parties; but these also depend on local knowledge and local support. Consequently, it's important that your community have an awareness and a working knowledge of these laws and the rights they enforce. One of the obligations local education agencies have is to notify parents about their handicapped child's rights. While nearly all do this not very many explain completely the protections of the laws. And, too few program operators fully understand the implications that these laws have for appropriate secondary and postsecondary education of handicapped youth. One of the initial steps in improving local conditions should be to insure a community wide understanding of these laws and support for the rights they guarantee. Probably the best way to begin this process would be to interview various program administrators regarding these laws and learn about their efforts to educate the public and the handicapped.

Armed with this information attempt to learn the precise meaning of these laws. Contact handicapped consumer organizations or local advocacy organizations. Obtain copies of these laws and their implementing regulations. Collectively, these resources ought to give you the full picture. Compare the actual laws with what you were told by the program operators. If it's nearly identical in both content and scope then you probably have well informed and committed local program operators. If not, your work should begin. Remember, information is the key. The necessary laws are in place. Informed parents and handicapped people will spell the difference.

2. Do area schools engage in "child find" efforts designed to reach the unserved handicapped youth? Under terms of "The Education of All the Handicapped Children Act". P.L. 94-142, first priority must be given by local school districts to find and serve any unserved handicapped children eligible for education services. Eligibility is determined by age. In the case of handicapped youth they are eligible through age 21. While every local education agency has area child find efforts for the young handicapped child, practically no school district engages in any search efforts for unserved handicapped youth. And, they should!

Many studies show us that handicapped youth drop-out from secondary programs at an alarming rate. The reasons they leave are varied; but, one of the major causes for their departure is the reality that secondary programs are not meeting their needs. Most often their needs are for career related instruction. Secondary special education programs may still be trying to teach academic skills or may not be providing the disabled youth with needed support services. The result is handicapped youth drop-out of the system.

These drop-outs are unserved and eligible for services until age 22. Local school districts need to be encouraged to engage in "child find" efforts for this population and once located placed in programs that meet their needs.



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## Legislation

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Promulgation efforts designed to alert parents and handicapped people about their rights to certain program and their rights in employment are minimal. As a consequence, many don't know about these safeguards/opportunities. | Engage in widespread public information efforts designed to inform parents and handicapped people about these programs. | Targeted training efforts, public information campaigns. | Department of Labor. Department of HEW. |
| Federal government too often passes well intentioned programs but does not followup adequately to insure compliance. For example, Voc. Ed. Act calls for 10% set aside for handicapped. This program is not vigorously enough enforced by federal or state government. | Program operators and administrators must demonstrate a daily commitment to serving handicapped people according to the mandates of these laws. Passive leadership must give way to active and aggressive leadership on the part of federal and state agency leaders. | Commitment must be fostered with clear and consistant monitoring by the highest levels of government. | Congress, Department of HEW. Department of Labor. |
| Federal government establishes programming rights for handicapped and fails to help pay the full cost of implementing these rights. | Federal government should shoulder its share of the funding responsibility. | Increased funding of P.L. 94-142; P.L. 94-482; P.L. 93-112 (Section 503, Section 504.) | Congress. |
| Unclear and conflicting regulations enforcing both Sections 503 and 504 of the Rehab Act of 1973. | Regulation writers must strive to make related programs consistant with regard to definitions, requirements, compliance actions, etc. | Federal agencies need to exhibit an interagency collaboration when jointly serving the same programming area. Together these differences can be minimized or eliminated. | Department of Labor. Department of HEW. |
| Redress available under legislation designed to protect the rights of handicapped people cost the individual a lot of money to exercise. | Streamline process and provide mechanism to either regain cost or provide free legal services. | Amend legislation. | Congress. |
| Learning Disabled individuals are sometimes not covered under definition of handicapped in certain programs (i.e. federal service employment programs for handicapped and rehab programs.) | Understand the implications of learning disabilities and the fact that these conditions can be traced to either a physical or mental disability. | Learning disabled groups need to lobby on these points. Agencies need to study this problem. | Rehab agencies. Office of Personnel Management. Learning Disabled groups. |
| Legislated representation of handicapped people on state advisory panels on vocational education and on local CETA planning councils is not being realized. | Vigorous enforcement of these provisions. | Stronger monitoring by both federal agencies and by consumer and advocacy organizations. | BOAE. Department of Labor. Handicapped Consumer and Advocacy organizations. |
| Enforcers of P.L. 94-142 do not adequately emphasize the need to locate and serve handicapped youth who are not in the education system and who are eligible for services. | Emphasize in policy statements and with funding patterns the need for local education agencies to engage in "youth find" activities designed to locate and serve handicapped youth who have left the system. | Issue policy directives and RFP's calling for demonstration projects in this area. | Bureau of Education for the Handicapped. |

## Parents and Advocacy Groups

This topic concerns itself with the focus, organization, issues, actions and needs of parents of handicapped children and of organizations designed to advocate for the needs of handicapped individuals.

Here are some questions you should be asking:
1. Does my community have any parent organizations which are concerned with the education, training and employment needs of handicapped youth? Usually, the degree of local commitment and involvement in the education and training of handicapped youth can be predicted by the existance and activity of a local parent organization concerned with this problem. Local parent organizations can be successful on this front whether or not they are specialized groups of parents of handicapped individuals or regular parent organizations with a special interest in handicapped youth. Consequently, you may wish to begin your search by contacting the PTA and other existing parent groups. Ask them if they are active in this area. Ask them if they have any members who are parents of handicapped youth. After contacting these groups and other parents of handicapped youth you may decide you could be more effective as an independent organization. If so, establish such a group. Maybe you can continue your affiliation with the regular parent group and, as a result of your new group's efforts at improving programs for handicapped youth, you may foster their interest and involvement. Remember, strength comes from numbers.

An added advantage to organizational affiliation is the support parents of handicapped youth can give each other by both sharing information and frustrations. Isolated, parents tend to be less aware of all the resources that can be brought to bear on the educational needs of their handicapped adolescent. Also, alone and isolated they usually have lower expectations for their child for both education and potential employment. When brought together in a parent organization these problems are mitigated. They educate and support each other.

2. Are area advocacy organizations aware of and concerned with the education and career needs of handicapped youth? Again, we are looking for organizational strength to help influence local program operators to create and establish need programs for our handicapped young people. Some of the groups you should be contacting are: United Cerebral Palsy, Easter Seal Society, and Association for Retarded Citizens. Ask them if they are active in this area. If not, try to get them interested in this problem and active. They can be most supportive and they usually have the capacity to influence public opinion.

3. Do area planning councils, advisory councils and other governmental policy making bodies have representatives among their numbers who represent the needs of handicapped people? The CETA Act of 1978 requires that all local CETA prime sponsors reserve one position on their planning councils for a person from the community who represents the needs of handicapped people. Find out if this has been done. If it has, try to reach this person with your needs. If no one has been selected for this position, have your group petition them to appoint someone. Consider asking them to appoint someone from your group. If you can get onboard you can influence program development. You can work, from the inside, to get CETA to respond to the needs of handicapped youth. The Vocational Education Amendments of 1976 require that one person on the State Advisory Council represent the needs of handicapped people in vocational education. Find out who that is and communicate your needs with that person. If they have no such person push to get someone appointed.

Similarly, the Education of All the Handicapped Children Act of 1975 establishes state advisory panels on special education. These bodies are supposed to be advising the state education agency on any unmet needs of handicapped children and youth. The need for career related instruction during secondary and postsecondary education is an unmet need that this group should be addressing. Communicate this fact with them.

There may be other such advisory groups that parents and advocates should be involved with. Seek to identify them and impress them with these needs.

## Parents and Advocacy Groups

| Barrier | Recommendation | How | Who |
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| Parents of handicapped youth lack the information necessary to push for needed career related educational programs for their child. | Establish widespread parent informational campaigns to be mounted both by local schools, state and local agencies and federal agencies, as well as private associations. Continuing education, for example, could have classes for parents of handicapped children. | Make parent education a high priority in program funding. | LEA, SEA, Department of Labor, Department of HEW. Advocacy groups. |
| Parents are not effectively organized at local level. | Establish national organization for parents of handicapped youth. | parents of handicapped children should come together for this purpose. Or, an established parent organization should establish a subcomponent or subgroup especially for these parents. | PTA. Others, parents. |
| Existing policy and programming bodies don't have parents of handicapped youth on board representing this concern. | Seek out parents of handicapped children and youth to be a participating member of your advisory board or council. | Contact local or state parent groups. | CETA, Vocational Education. |
| Advocacy organizations are not adequately aware or involved in the career related need of handicapped youth. | Research this problem in your area and involve parents of handicapped youth in this effort. Then get involved. Use your influence to improve the situation. | Hold a meeting on this topic. Invite parents, teachers, employers, handicapped youth and others to take part. | ARCs, Easter Seal, UCP, Advocacy organizations. |

## Materials

The topic "materials" includes the development, distribution, content appropriateness, research needs and cost of teaching materials that are necessary in order to provide adequate education, training and employment programs for handicapped youth.

Some questions you should be asking are:

1. Is there an established curriculum in both the junior high school and senior high school special education program? Does it provide for the career related needs of handicapped youth? In all likelihood, your area will not have an established or printed curriculum for either of these levels of instruction for its special education students. Without such a document teachers are left to their own devices to decide on competencies to be taught. In these situations we rarely find career related instruction taking place. Consequently, it's advisable to have an established curriculum at the junior high and secondary level for special education students. An established curriculum affords the parent or advocate an opportunity to determine to what extent career related instruction is taking place. Also, an established curriculum makes it easier for special education teachers. It gives direction and insures a degree of consistancy. And, it facilitates interface with vocational education. We can insure that prevocational skills are being taught during the secondary years by concentrating our efforts on a single document or single source.

2. Are regular education program materials adaptable or adapted for use with handicapped populations? One of the most difficult barriers to overcome when we are attempting to introduce handicapped students into regular programs such as vocational education or CETA is the rigidity of the teaching materials. These materials are often prepared in such a manner as to prohibit adaptation for handicapped students. For example, supportive text books in trade classes might require a 9th or 10th grade reading level. Handicapped students who could learn the trade and be successful in the occupation are not permitted into the classroom because they cannot read at the 9th or 10th grade level. The trade doesn't require this level of reading proficiency; but, the text book or other teaching materials does. These systemic barriers are, in fact, discriminatory. We should review such programs to identify materials which are unnecessarily demanding on handicapped students. When identified we should encourage the use of other materials which are usable with handicapped students, while preserving the integrity of the course work.

3. Where can we find materials which will aid us in establishing and adapting career related programs? Since most of us are not experts when it comes to the establishment of job preparation programs there exists a tremendous need for technical guidance. This is true even for the professional who has not been functioning in this area. Special educators, vocational educators, CETA people as well as parents, advocacy organizations and handicapped people will all need, at one time or another, materials which will spell out what programs ought to look like. As you go about your work advocating for improved programs, endeavor to collect the names and addresses of professional and publication resources in this area. As a beginning we invite you to write to: Paul Hippolitus, President's Committee on Employment of the Handicapped, Washington, DC 20210. You will be sent a packet of materials to begin your resource file.

## Materials

| Barrier | Recommendation | How | Who |
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| Current vocational ed. adult ed., CETA, etc. materials are not adaptable for use with handicapped students. | Examine existing materials to determine how best to adapt them for use with handicapped students. | Utilize expertise of special education community. | Vocational Education. CETA. Adult Education. |
| Lack of available materials on how to structure various career related programs for handicapped students. | Concentrate funding on the development, collection and dissemination of such materials. | Establish the need for materials development as a high funding priority. | SEAs. Federal agencies. |
| Junior high and secondary curricula in special education are not formalized and in written form and too often fail to provide a career related instruction. | Develop special ed curricula at these levels. | Establish writing teams of special education teachers with vocational education teachers, parents and handicapped people, etc. | LEAs, SEAs. |
| Lack of public information materials being disseminated on the potential and needs of handicapped youth, including career stereotyping, elimination of myths, etc. | Publish and disseminate information that addresses these topics. | Include public information as a priority need to be met by program operators. | SEAs, LEAs. Vocational Rehabilitation. Governor's Committees on Employment of the Handicapped. Advocacy groups. |

## Interagency Cooperation

This topic is concerned with the need for, the technique of, the philosophy of related service agencies planning and delivering services in a coordinated fashion. This need is based on the realization that a disabled person, often times, requires the services of several independently functioning agencies at the same time or in a sequential manner. One agency's services build upon what has been done by a previous agency or support the current efforts of another agency. Some agencies that should be cooperating include: special education, vocational education, vocational rehabilitation, sheltered workshops, CETA and others. In addition, this topic includes the need for related advocacy and service organizations to work closely and in harmony with one another.

Some questions you should be asking are:

1. Are area agencies who are providing and who can provide services to handicapped youth coordinating the delivery of their services? Since there is no "one stop" agency where handicapped youth can go to have all the career related needs met there is a need for local agencies serving handicapped youth to coordinate and cooperate among themselves for the benefit of the disabled persons. For example, secondary special education students should be known by local vocational rehabilitation counselors. This relationship can put vocational rehabilitation in the position of offering special support services that the education agency might be unable to provide. Similarly, vocational rehabilitation and special education should be maintaining contact with handicapped youth who have been placed in regular vocational education classrooms. Their availability can prove valuable when the student encounters a problem in the regular program that either special education or vocational rehabilitation can help solve. In short, what is most needed is a team effort. If these related agencies are not working closely together solid career related programs become less likely. Look for evidence of a working relationship. If none exists one must be strived for.

One important attitude that should be measured during your investigation for a working relationship is the attitude of program administrators towards their responsibility to serve handicapped youth with job preparation or career related programs. Too often special education, vocational education, CETA, adult education and others are of the opinion that the job preparation of the handicapped is the responsibility of vocational rehabilitation. The belief is that this agency is the place where all handicapped people will receive their skills training. Consequently, the other agencies choose not to concentrate their energies on this mission. If you notice this attitude try to change it. It's false for two reasons. First, everyone of these other agencies has an obligation to serve everyone who is eligible for their services—including disabled people. And, more importantly, remind these program operators that vocational rehabilitation has the resources to serve only about 10%of the adolescent handicapped population. Most handicapped youth will not receive their skill training from rehabilitation. As a result, if they don't get training from other agencies chances are they won't get it anywhere.

2. Does your state have, in operation, a written agreement between special education, vocational education and vocational rehabilitation? Is there a written interagency agreement at the local level? Currently, not many states and fewer local jurisdictions have formalized written agreements binding these three agencies to a cooperative venture designed to benefit handicapped youth. Where we do have these formal agreements we have our best delivery systems. It is becoming increasingly clear that written agreements which spell out each agencies responsibilities are the best mechanisms to insure appropriate programming to handicapped youth. These written agreements should be signed by each of the agency heads as a contract. The agreement should spell out in much detail what each agency is expected to do in a variety of circumstances. Each agency should assign one or more persons with responsibility to ensure cooperative planning among the three. The agreements should be well publicized throughout the state or region.

3. Are state and local advocacy organizations working closely together? In addition to having public programs cooperating it's crucial to have advocacy organizations working closely together. In too many instances we have found advocacy organizations not only working in independent directions but sometimes against each other. The strength of these organizations is multiplied when together on an issue and they tend to look foolish when working against each other. Strive to identify related advocacy organizations and foster a working relationship among them.

## Interagency Cooperation

| Barrier | Recommendation | How | Who |
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| Related agencies tend to blindly protect their "turf" or range of programs for fear of loosing their influence. By working alone they can better justify their existance. | Credits should be awarded to agencies who illustrate an ability to working closely with a related agency for the benefit of the individual. | Program administrators and policy developers should include this dimension into program accountability. | SEAs, State Legislators, Congress. |
| Agencies have been established and operate with little regard for the objective of related agencies. This causes an overlapping of services, a void of services and a fostering of isolation. | Define the role of each related agency when viewing the entire continuum of services so as not to produce overlaps or gaps in the services. | Program administrators and policy developers should learn to view their program as a part of the whole and design it accordingly. | SEAs, State Legislators, Congress. |
| Little professional knowledge exists with regard to what interagency cooperation is all about and how to operationalize it. | The concept of interagency cooperation should be taught during both inservice and preservice instructional programs. | Develop the art of interagency cooperation by studying successful programs and teach the component parts to professionals. | SEAs, LEAs. State Vocational Rehabilitation. CETA. Universities. |
| No central listing or resource center to identify existing job preparation services and who's providing them. | Set-up central resource listings where one could go to find out about all related agencies activities and locations. | State and local agencies should designate responsibility for compiling this information and responding to inquiries. | SEAs. Vocational Rehabilitation. |
| Differing regulations, eligibility criteria, definitions among related service agencies hinder interagency cooperation. | Endeavor to universalize definitions, regulation's concepts and other administrative guidelines so as to smooth the way for interagency cooperation. | Establish liaison with related agencies when developing regulations, etc. in order to be able to receive suggestions on how to coordinate program policies. | SEAs, LEAs, Vocational Rehabilitation, CETA. |
| Lack of coordination of related services at all levels of education and training for handicapped youth. | Establish interagency cooperative agreements. | Establish interagency teams whose purpose is to develop an agreement. | SEAs, LEAS, Vocational Rehabilitation, CETA. |
| Lack of related advocacy and handicapped consumer organizations working cooperatively together. | Become aware of related groups and establish contact. Share needs and objectives. Identify areas for cooperative efforts. | Locate related groups, meet and begin the process. | Advocacy groups. Handicapped consumers. Organizations. |

## Employers

The topic "employers" includes the needs, obligations and perspectives of employers regarding the employment of handicapped people. Under this topic we are to consider the subject of job preparation of handicapped young people from the viewpoint of the employer. Since the employer will be the final judge of the successfulness of any job preparation program we must be ever mindful of their needs and perceptions.

Some questions you should be asking are:

1. What are the expectations of the area's employers with regard to the hiring of disabled young people? All our good programs will, in the final analysis, mean nothing if the handicapped youths we are trying to ready for the job market fail to get the job. Consequently, we must be involved in an effort which both measures the areas employer's receptiveness to hiring handicapped people and fosters their interest in this concept. There are two strategies under this topic. The first one is the positive or "carrot" approach. When reluctance is found we need to work in a logical manner to convince the employer or employers that it's truly a sound idea to hire handicapped people. This positive or "carrot" approach is basically an information campaign designed to reach the employer community. We need to help them to understand that we are asking them to hire people who are qualified for the job and who also happen to have a disability. The employer needs to be taught that he or she is getting a good worker; not doing a good deed. "It's good business to hire handicapped people" should be our theme.

The other strategy which might be called upon to convince employers should be approached as sort of an after thought. Of course, it may end-up being the only thought that gets through to a particularly backward employer. It's the legal obligation that most employers are bound by. It requires them to take "affirmative action" to employ and advance handicapped workers. This legal "stick" is contained in both Section 503 (for federal contractors) and Section 504 (for entities receiving federal financial assistance). Discrimination in employment solely on the basis of handicapping condition is prohibited by both and, if necessary, the employer needs to know this.

2. Are area employers involved in the development of education and training programs that are serving handicapped people? The primary purpose of this consideration is to insure that the program you develop has a sound basis in the world of work. The presence of area employers in curriculum development will help to ensure this. In addition, their presence is another way of fostering positive employer attitudes regarding the employment of handicapped people. If they are involved in the training chances are good they'll want to be involved in the actual employment of the program's students.



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## Employers

| Barrier | Recommendation | How | Who |
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| Employers are reluctant to hire handicapped people. | Work with employers and illustrate to them the fact that we are encouraging the hiring of qualified workers who happen to be disabled. | Mount information campaigns directed at employers. Appear at employer functions and address this topic. Publicized the affirmative action obligations of Section 503 and 504. | LEAs, Vocational Rehabilitation, Advocacy groups, Handicapped consumer groups, parents. |
| Lack of communication between job preparation program operators and the employer community in the development of relevant education and training programs for handicapped youth. | Educators, and trainers should involve employers in the development of career related programs. | Invite employers to sit on curriculum committees and other advisory bodies. | LEAs, SEAs, Vocational Rehabilitation, Sheltered workshops. |
| Lack of tax credit program for training handicapped individuals by employers. | Congress should pass a tax credit program that would encourage the training of handicapped persons for jobs by the employer. | Pass a tax credit law. | Congress. |

## Unions

The topic "unions" includes the practices and awarenesses of unions as it relates to the employment of handicapped people.

Some questions you should be asking are:

1. Are area jobs which are covered by union agreements making reasonable accommodation to handicapped workers? Federal legislation requires that employers who have contracts with the federal government in excess of $2500 must make reasonable accommodations at the worksite so as to facilitate the employment of handicapped people. Nearly one half of our Nation's employers are covered by this affirmative action obligation called Section 503. Occassionally emoloyers may deny certain employment opportunities to handicapped workers because, they tell us, "the union won't allow reasonable accomodation". This is not true. Or, if true it's illegal. The employer always has the power to effectuate reasonable accomodations in unionized jobs. Further, no union contract or agreement can run contrary to any federal law, including Section 503. So, union jobs should be available to handicapped workers.

There are nonetheless, certain issues and which may make the acquiring of employment difficult in union jobs. One of these relates to the union practice of reserving sedentary or less strenuous jobs for union workers who are older or become injured and cannot remain at their existing position. If these jobs were not reserved, union members would be without a job and forced out. Since these jobs are less strenuous, those doing job development for disabled people see them as excellent employment positions for their clients. When the union refused to give these jobs up to handicapped workers who are first entering union employment it's seen as a barrier or unfair obstacle. The reality is this practice is fundamental to a union program and does, many times, benefit union people who become disabled. A wise strategy would recognize and respect this longstanding practice.

A second obstacle, one which can be resolved, relates to the apprenticeship requirements often preliminary to qualification in certain union or trade jobs. For example, in order to qualify as a bricklayer you must first serve time as a carrier. You assist the bricklayer by doing the hard physical labor of moving heavy bricks. In order to qualify for either job you need to possess the potentials to be both a carrier and a bricklayer. Many handicapped people could be one but not the other. A mentally retarded youth might perform very well as a carrier, but never be able to qualify as a bricklayer. A postcardiac disabled individual may have the talents necessary to be the bricklayer but not the carrier. Usually, this arrangement is not permitted. In these situations it's important to approach the union leadership and discuss this problem and possible solutions. It can often be worked out and best resolved at this level.

2. Are union representatives involved in the development and monitoring of career instructional programs serving handicapped youth? Just as we must endeavor to involve employers in our program planning we must also seek out the involvement and cooperation of area union officials. If they are involved many of the potential barriers will be diffused. In addition, the program will gain a very valuable and pragmatic insight.



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## Unions

| Barrier | Recommendation | How | Who |
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| Union leadership is not adequately aware of the employment needs of handicapped people. | Share information on this subject with them. Get them involved and informed. | Approach area union leadership and begin to discuss linkages. | LEAs, Vocational Rehabilitation. |
| Union apprenticeship requirements block employment of handicapped people in trade occupations. | Identify precise practices which affect handicapped with union leadership. Discuss possible solutions. | Survey occupations with union personnel for appropriateness. | LEAs. |
| Skill programs do not reflect the union needs or practices. | Program planners should familiarize themselves with the practices and needs of area unions. | Involve on planning group advising skill programs. | LEAs. |

## Accessibility

The topic includes physical access to buildings, transportation, worksites, etc., as it relates to the job preparation and placement of handicapped individuals. Also, it includes the utilization and development of aides and appliances which enhance the ability of handicapped people to function in employment. And, it includes the considerations necessary for programmatic access.

Some questions that you should be asking are:

1. Are area wide education and training programs physically barrier free to handicapped individuals? Learn what design considerations are necessary to make a building, facility and transportation systems accessible to an usuable by handicapped individuals. The limitations imposed by many physical disabilities can be lessened or alleviated entirely by intelligent designing. Wheelchair bound students will not be "handicapped" if the entranceways to a building or facility are level and accessible. Most of these design considerations are best incorporated into the blueprint stage. If done early they represent no significant cost. Renovation is another matter. So try and get building planners to include these design considerations at the beginning stages.

There are two laws affecting the design of public buildings and facilities which you should familiarize yourself with. The first is the Architectural Barriers Act of 1968. The other is Section 504 of the Rehabilitation Act of 1973. The first law requires that all building and facilities constructed in whole or part with federal funds must be made accessible to handicapped people. Section 504 requires physical access of public buildings, when viewed in their entirety. Section 504 covers all public schools, CETA programs, postsecondary education and public program worksites. These should all be accessible to physically handicapped persons. If they are not a law is being violated. Similarly, equipment used in various instructional programs may have to be made accessible to handicapped students if using this equipment is an integral part of the program. For example, a blind student may want to study the operation of a machine shop tool. In order to make that instructional program accessible to the student it may be necessary to install raised letters or braille marks on the machinery which interprets its printed instructions. Drafting tables may have to be lowered for wheelchair students. Deaf students may need visual signals in lieu of auditory signals. In short, accommodations must be made to permit the disabled student to use the equipment.

2. Are handicapped youth benefiting from the lastest and most appropriate aides and appliances? Many handicaps can be mitigated or lessened by the intelligent application of technology. Bline students can read the printed words with certain machines, Deaf students can increase certain hearing characteristics with improved hearing aides. Prosthetics can improve greatly the functioning of many amputees. Handicapped youth should be assisted in this regard by area rehabilitation professionals. Assistance along these lines will contribute significantly to the employment potential of the disabled person and should not be overlooked.

3. Are programs accessible to handicapped persons? In addition to the physical access considerations we must also look at the programmatic features that may deny access. Program operators must do more than merely hold a program of instruction in an accessible classroom. Certain other considerations must be taken into account.

Deaf students may not benefit from such instruction unless sign language interpreters are present. Blind and mobility impaired students may require note takers or cassette machines for notetaking. Assignments and tests may have to be altered slightly so as not to discriminate against handicapped students. The alteration should be of form and not of content. Access needs to be both physical and programmatic.



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## Accessibility

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Lack of widespread knowledge with respect to the need for and the technique of physical accessibility for handicapped persons. | Persons serving handicapped populations need to become aware of barrier free design concepts and promote their use. | Study ANSI Standard 117.1 to learn barrier free techniques. Involve design professionals in training session on principles. Inform other program operators and the general public. | Advocates and professionals serving handicapped populations. |
| Lack of innovative and widespread use of aides and appliances to assist handicapped youth with mobility and functioning. | Persons working with disabled youth be mindful of the latest technologies and opportunities for aides and appliance aquisition. | Remain in communication with rehabilitation professionals. | LEAs, parents advocacy. |
| Lack of understanding and knowledge with respect to programmatic access for handicapped individuals. | Clearly identify to program operators the needs of certain handicapped youth for programmatic modifications which will permit the student to function more freely. | Discuss with student needed modifications. And communicate this information to instructors programmers. | Teachers, parents. |
| Lack of enforcement of barrier free legislation. | More aggressive promulgation and monitoring of building constuction by enforcing agencies. | Review blueprints for barrier free design features. | GSA, State agencies. |
| Barrier free design needs to become a requirement of local building codes. | Lobby local building code officials to incorporate barrier free design into area code. | Appraoch local officials with the need for barrier free design. | Professions, parents, advocates, handicapped people. |
| Inaccessible public transportation systems inhibit or prevent handicapped youth from getting needed career preparation programs and employment. | Seek resolution by involving community leaders responsible for public transportation. Establish specialized transportation schemes when necessary. | Pressure local officials to consider the transportation needs of handicapped youth as an integral program need. | Advocates, parents, professionals, handicapped. |
| Lack of public funding programs to renovate existing structures so as to make them accessible to handicapped individuals. | Establish special funding programs for this purpose. | Allocate resources at federal, state and local level for renovation. | Congress, State legislators, local government. |

## Consumers

This topic covers the structure, composition and philosophy of handicapped people, both as individuals and in organized groupings, advocating their rights and directing society's attention to discriminatory practices.

Some questions to be asking are:
1. Are program operators, policy makers and other serving professionals asking handicapped people what their needs and wishes are or are we making all the decisions about their future without their involvement? Historically, handicapped people have been viewed as objects of charity. For hundreds of years religious groups sought to do good works by magnanimously giving resources and needed services to the disabled population. This mind set or philosophy of aiding these poor unfortunate people has spilled over into our social service systems. The result is a tendency to make decisions about how to serve handicapped people without consulting handicapped people. We, the professional, know better what they need.

With the emergence if disabled people as an articulate minority society is beginning to realize their legitimate claims to equality. As this process takes place we are trying to break the old fashion perceptions and ways. One of the manifestations of our old ways is to paternally exclude disabled people from the decision making process. This practice should be understood and guarded against in all cases. Handicapped people have a right to be involved in the decisions affecting their lives. And of equal importance is the fact that professionals can learn valuable insights from such communications. Therefore, be certain that handicapped people are sought out for involvement in important planning councils and committees. They should be members of CETA planning councils. They should be a part of special education advisory committees. And, they need to be a part of the vocational education and vocational rehabilitation planning team as well. Consumer input benefits everyone.

2. Are the area's handicapped people organized as a group and politically active. Like it or not, this is a nation of special interests. Laws, regulations and policies are passed everyday in response to an expressed need or demand made by a special interest group to a political body or program administrator. Effective political contact means everything when it comes time to allocate public resources. As a result, adequate and effective programming for handicapped youth will depend, in large measure, on the existance and effectiveness of special interest groups lobbying on behalf of their needs. The most effective and logical special interest group or organization which should be spearheading this sort of advocacy work is a group consisting primarily of disabled people themselves. Disabled people lobbying or advocating for job preparation for handicapped youth should prove very effective. Efforts should be made to locate area handicapped consumer organizations and invite them to become active on this front. If there are no such groups presently constituted, thought should be given to forming one. Professionals and other advocates can be of great assistance in helping disabled people to organize.



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## Consumers

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Many professionals exhibit a paternalism which dismisses the relevance of handicapped consumer input. | Educate professionals about the rights of disabled people and the need to involve them in the decision making. | Promote information about the equal rights movement of handicapped people. Emphasize the value of involving them in the decision making process. | Advocates, parents, professionals, disabled people. |
| Many handicapped individuals are not ready to be aggressive about their need and lack the information and skills necessary to be effective. | Develop a body of knowledge and information on this subject. | Initiate workshops and other instructional programs designed to reach disabled people with information on their rights and opportunities. | Serving professional advocates, parents. |
| Some handicapped consumer organizations restrict advocacy efforts to matters specifically relating to their exact needs. | Individual disability groups, blind, deaf, MR, etc. should realize that the struggle is of the whole not of individual parts. Efforts should be better coordinated and more sensitive to broad needs of handicapped community. | Establish an overall coordinating authority or planning council to integrate better the needs of specialized handicapped consumer organizations. | Handicapped consumer organizations. |
| Needs of disabled population is a low priority among political and program leaders. | Disabled groups organize and lobby policy makers for needed programs. | Become knowledgeable on how to lobby or influence policy makers. | Disabled people. |
| Many committees and groups equate professionals serving handicapped people as equal in representation to actually having disabled people onboard. | Professionals serving handicapped people should impress committees and boards with the need to also have a disabled person onboard as well. | Illustrate the inability of a professional to truly represent the experiences of a disabled person. | Professionals. |
| Little or no emphasis by federal, state and local government on the need to train handicapped people on their rights and opportunities under the law. | Establish training programs on these subjects for handicapped people. | Establish funding programs to support such training. | Federal agencies, State agencies. |

## Testing and Evaluation

This topic includes considerations relative to all tests and evaluative procedures that are used to measure the competencies, achievements and potential of handicapped individuals in career related program. Also covered under this topic are the recruitment and admissions procedures that affect the eligiblity or accessibility of handicapped youth to certain skill training programs.

Some questions that you should be asking are:

1. Are current testing policies and procedures adquately accommodating the needs of handicapped individuals? Tests can discriminate. Tests are normally designed for use with a certain population in mind. Most often the target population which the test was prepared for does not include handicapped individuals. Nevertheless, teachers and trainers rely a great deal on these standardized tests. Tests which have been validated for use with a general, nonhandicapped population. The result is handicapped students may often do poorly on them not because they lack certain potentials or skills, rather because the tests being used discriminate against them as a result of their disability. One of the most discriminatory factors in standardized tests is the reading level. Vocational evaluation instruments assume a certain reading level and ask their questions at this reading level. Success with the test, therefore, depends largely on the students ability to function at this reading level. If they cannot, but do know the answers, they still will fail. Handicapped students may not be able to read at this level because they may be retarded or learning disabled. If this test is a vocational evaluation instrument designed to predict potential for success in, let's say auto mechanics, it will only accurately measure the reading ability, or lack thereof, with the mentally retarded or learning disabled student. That student may possess a string potential for success in this field but the test says otherwise and it denies the student access.

Another discriminatory consideration related to testing and evaluation instruments are structure and format. Many handicapped students having had so few successes with academic tests are programmed to fail any test because they can no longer function in a typical testing environment. The timing element may frustrate them. The formality may intimidate them. In other words, the mechanics of the test may cause them to fail, not their potential or actual skills. Under such circumstances it's important to know the limitations of each handicapped student being tested and make accommodations. Also, the physical characteristics of the test may automatically doom the student to failure. For example, visually impaired students need readers to help them take the test. Mobility impaired students may need certain other accommodations in order to insure a fair evaluation. The key is understanding that tests are not infallible and not designed, in most instances, for use with handicapped populations. Find out what sort of awareness exists in the testing community with regard to these points and how they have decided to overcome them.

2. Are admissions procedures and requirements to career related programs realistic to the needs of the jobs they are preparing students for? One of the major barriers confronting handicapped youth who want and need career related instruction are the admissions requirements blocking the door to such programs. Many times the requirements are unnecessarily high. Certain levels of proficiency in reading and math may be needed before admissions that handicapped youth have not achieved. Certain physical or mental skills which are beyond the abilities of some handicapped youth may be necessary before being accepted into the program. The central issue to all these considerations is, "are they reasonable and do they accurately reflect the needs of the occupation which they are training people for?" And, "are they necessary for individuals who may wish to gain the necessary skills to enter the trade or occupation at the entry level?" Often admission requirements will be higher than necessary. In these situations handicapped youth are unfairly and unnecessarily being denied access.

## Testing and Evaluation

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Standardized tests are given to handicapped youth when they have not been validated for use with this population. | Learn which tests are appropriate for use with certain types of disabled students. Learn how to adapt test and provide accommodations which alleviate test discrimination on the basis of handicapping condition. | Consult with special education and vocational rehabilitation. Ask the handicapped students to identify their needs in testing situations. | SEAs, LEAs. |
| Admission criteria in training programs are above the actual levels required by the occupation. | Reassess the admissions criteria for reasonableness. Allow limited potential students access even if they may only have potential for entry level positions. | Compare admissions criteria with entry level job requirements. | Vocational Education, CETA, Adult Education. |
| Tests focus on stduents weaknesses and are relied upon too much as indicators of potential for success. | Tests student's strengths and abilities; build upon these not their disabilities. Depend on work sampling techniques and student aspirations to measure vocational potential. | Look beyond the disability and rely on criterion referenced tests rather than norm referenced tests. Also, reduce importance of tests in evaluation process. | Vocational Education. Vocational Rehabilitation. CETA. |
| Testing personnel are not trained to adapt tests to handicapped populations. | We need to teach information on this subject to testors and educators in order to generate understanding and competencies in this area. | Teach testing techniques to educators at both preservice and inservice level. | Universities, SEA, LEA.<br><br>attitudes |

## Attitudes

The topic "attitudes" includes the philosophies and perceptions of all those who have the potential to impact on the job preparation and placement of handicapped youth. This includes the attitudes of teachers (regular education, special education, vocational education), trainers (CETA, vocational rehabilitation), placement specialist, counselors, employers, parents, the general public and handicapped people.

Some questions you should be asking are:

1. Do program planners and policy makers in the job preparation field understand the potential handicapped youth possess for employment? The number *one* barrier to handicapped people in these programs lies in the minds of the program operators. They, the administrators and teachers, may not understand the true abilities handicapped people have for employment. As a consequence, they are not personally or professionally committed to providing adequate and appropriate career related programs for disabled individuals. They will even be unwilling and obstinate to changes which may be necessary to permit access. Because they don't "think" handicapped individuals can successfully complete the course work, much less get a job. This barrier or obstacle is the product of misinformation and a lack of exposure to handicapped people. The best way to overcome it is to expose them to handicapped people who are working. Information and awareness are the key. And, don't overlook the necessity of meeting the challenge of this sort of attitude. There are no amount of regulations or laws that can make a program administrator do what he or she doesn't want to do. There's always a way to beat the system. What we need is commitment borne of awareness and understanding. And this is achieved through effective communications.

2. Are the attitudes of parents and advocates of handicapped youth regarding their career potentials positive and foward thinking? Whenever considering the career potentials of handicapped people there is a tendency among those supporting their efforts to underestimate or lower their expectations of just what is possible with regard to eventual employment. There may be a paternalism which wants to protect and shy away from any sort of reasonable risk taking for disabled people in career choices for fear of failing. There is, of course, a balance that must be strived for between reckless counseling or encouragement and over protectiveness. Guard against both extremes. Realize the many occupations that disabled people are currently employed in and be prepared to take a reasonable risk, just like anyone else might. Remember, when the human spirit is involved anything becomes possible. Don't hold a disabled youth back. This attitude becomes just as much a barrier as any of the other barriers we already discussed.

3. Are disabled youth positive and hopeful about career options or are they resigned to failure and restricted opportunities? Morale and hope are so crucial when it comes to career aspirations and ambitions. If disabled youth don't believe in themselves, they will fulfill society's longstanding low expectations for them. They must receive encouragement by being made to realize that they can make, if they work hard and try. One of the best techniques to foster this self-confidence is career awareness. Identify disabled who are similarly disabled and who are working in a variety of occupations. Let the facts speak for themselves. A good role model will show the way.

## Attitudes

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Policy makers, program administrators and teachers lack awarenesses regarding the true potentials of disabled people for careers. | Expose them to disabled people who are working in a variety of occupational areas. Make them aware. | Identify the disabled workers and have them meet with key administrators and teachers. Get literature on this subject to these people. | Advocacy groups. |
| Parents of handicapped youth and their advocates may be over-protective or have low career expectations for them. | Expose them to disabled people who are working in a variety of occupational areas. Help them to understand the strength of the human spirit. | Establish parents groups of parents of handicapped youth to share hopes and realities. Expose them to disabled workers. Share literature on the subject with them. | Advocacy groups. |
| Disabled youth may lack self-confidence and hope for his or her future employment. | Expose disabled youth to role models who will give promise and hope. | Career awareness and education programs should be completed for handicapped youth with this as one of its dimensions. | LEAs, Advocacy groups, Disabled consumer groups. |
| General public and employer community have low expectations of handicapped people in employment. | Publicize success stories about handicapped workers. Share information about career potentials of handicapped workers with employers. | Communicate through local media. Become active in employer groups. Send appropriate information to employers. | Advocacy groups, Disabled consumer groups. |
| Nonhandicapped classmates of handicapped youth are often times unsupportive and antagonistic towards handicapped youth because of their disabilities. | Educate nonhandicapped students with regard to the meaning of disability and the potentials handicapped people possess. | Classroom exercises and special lectures. | LEAs. |
| Career stereotyping exists among all concerned regarding the occupational possibilities of certain disability categories and, in general, of handicapped people. | Expose all concerned to the current successes of handicapped people in employment. Concentrate efforts on those disability categories which are often stereotyped into certain occupations. (i.e. deaf into high noise careers such as printing, mentally retarded into custodial work, etc.) | Identify examples and disseminate literature on the subject. | Advocacy organizations, Disabled consumer groups. |
| As disabled people "push" for equality a backlash may develop which fosters the attitude, "we've done enough for this group". | Whenever "pushing" for equality in programs emphasize society's benefits. Don't just demand, reason as well. Be alert to media attitudes and work with them to get their support. | Involve your groups in media effort which take the backlash phenomenon into account and attempt to counter it. | Advocacy groups, Disabled consumer groups. |

## Insurance

The topic of insurance includes considerations relative to the impact insurance programs, both public and private, have on the job preparation and employment of handicapped individuals.

Some questions you should be asking are:

1. To what extent are fears expressed concerning the safety risks handicapped youth might represent in the skill training environment and in the work place? Teachers, administrators and employers are most sensitive to the costs of liability insurance and workmen's compensation premiums to their operations. These costs are significantly high and there are fears among both that the introduction of handicapped individuals into their programs will cause an increase in accidents and a corresponding increase in their insurance costs. This longstanding myth can be countered in two ways. First, disabled people, when properly placed, have demonstrated an equal or great safety record than the so called nonhandicapped student or worker. The fact is disabled people are aware of their limitations and have spent their entire lives conscious of their limitations and in search of techniques to overcome these limitations. They tend to be safety conscious. Furthermore, the application of barrier free design principles to the classroom or work place for the benefit of disabled people actually benefits the safety aspects for all who use these spaces. Insurance companies are mindful of this fact and do not automatically penalize policy holders for initiating services to handicapped individuals. Secondly, insurance companies determine premiums on the basis of the policy holders record of accidents. Not, on the basis of the composition of their workforce or student population. It's the record that counts. And, the record of handicapped individuals is good.

2. To what extent do insurance benefit programs, workmen's compensation, social security disability insurance programs offer disincentives to handicapped people to seek out work opportunities? While this may not be a major problem among the disabled population it is a significant problem with relation to newly disabled workers. Sometimes it may be financially wiser to stay on the disability rolls and not return to work. This is especially a problem with the system of medical benefits which handicapped people enjoy with medicare and medicaid programs. When the disabled person goes to work these benefits are terminated. And, many handicapped people have great difficulty with getting reasonably priced medical insurance coverage. Consequently, they would have to find higher paying jobs before they could afford to go to work. Certainly, this is less of a problem with handicapped youth. Nevertheless, in terms of motivation and economic necessity we should be aware of it.



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## Insurance

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Program operators and employers fear the safety risks and related insurance increases admitting handicapped people may cause. | Contact insurance companies and determine their actual experiences with this problem and communicate this information to both program operators and employers. | Establish contact with area insurance representatives. | Advocacy groups, Disabled consumer groups. |
| Disability benefit programs may provide disincentives to returning to work. | Identify programs that might create this situation and seek communitywide, statewide and nationwide resolution. | Research this problem at all levels of administration. | Advocacy groups, Disabled consumer groups. Legislators. |
| High priced insurance coverages for driving and other medical and personal programs may be unavailable or prohibitively expensive for handicapped persons wanting to work. | Identify problem in area and seek resolution. | Work with disabled people, insurance companies and public officials. | Advocacy groups, Disabled consumer groups, Legislators. |

## Sheltered Workshops

This topic includes the purposes, operation and staffing of sheltered workshops.

Some questions you should be asking are:

1. Are your area's sheltered workshop programs living-up to their mission? Currently, a national controversy is raging regarding the exploitation of handicapped individuals at sheltered workshop program as an opportunity to make a profit at the expense of the disabled client. There are two kinds of sheltered workshops. The first type is transitional. It's a sheltered workshop where disabled people can receive pre-employment training in a secure environment. Many handicapped individuals who are not job ready can benefit from a temporary sheltered workshop placement. After a reasonable amount of time they can be moved on or up to a more integrated training situation or employment. This type of workshop is transitional in nature. The other type of sheltered workshop is one which affords a long term employment opportunity. Here disabled people with little hope of ever being able to be gainfully employed can be employed in a sheltered setting. In both varieties of sheltered workshops the idea is to provide unskilled handicapped people with the chance to learn work skills or just to have work. Since the clients are not expected to produce at a competitive rate workshops are exempted from the federal requirement to pay its "employees" a minimum wage. Here controversy begins. In some sheltered workshop programs this exempt status is exploited. Sheltered workshops, while maintaining a nonprofit status, do make money by producing either goods or services as a subcontractor to industry and government. Money not paid out in wages to sheltered workshop clients is sometimes used to increase the salaries of program operators. The exemption permitting sheltered workshops not to have to pay a minimum wage provides this temptation. It's important to note that it's only a few corrupt program operators who are responsible for this controversy. Most sheltered workshops do not take unfair advantage of their clients. And, the premise allowing an exemption from the minimum wage appears sound. Since many or most of the clients are not producing at a production rate, requiring the workshop to pay the minimum wage would help to force most programs out of business. There is a valuable role being played by sheltered workshops. But, there are some boundaries that need to be established and observed by these independent operations. Local groups need to monitor this situation.

2. Where do sheltered workshops fit into the continuum of services for handicapped youth in your community? There exists a tendency in some areas to view the area sheltered workshop program as the logical place to send handicapped youth when it comes time for their job training. Little thought is given to sending them to area vocational schools or CETA programs or any other regular program. The existance of these specialized programs, sheltered workshops, offers counselors and others a temptation to always place handicapped youth in them. This practice needs to be documented and discouraged. Obviously, sheltered workshops have a role to play. But, it is not the only resource a community should be utilizing. Be sure this practice isn't occurring in your area.

## Sheltered Workshops

| Barrier | Recommendation | How | Who |
|---|---|---|---|
| Handicapped people are sometimes exploited in sheltered workshop programs by not being paid a fair wage for their work. | Strict monitoring of sheltered workshops and revocation of their minimum wage exemption when found to be exploiting disabled clients. | Periodic reviews by appropriate staff. A grievance procedure for clients and others when they believe programs to be violating its public trust. | Department of Labor. |
| Sheltered workshops are used too frequently as placements for handicapped youth in need of job preparation. | Broader understanding of the role that sheltered workshops play and of their place in the continuum of service options that should be made available to handicapped youth. | Information, efforts among counselors, program policy makers and administrators. | Advocacy groups, Handicapped consumer groups. |
| Sheltered workshop staff often times lack education and competencies in skill training. | Better preservice and inservice programs. Establish a professional society which would establish and monitor certification of sheltered workshop professionals. | Coordinate sheltered workshop movement. | Sheltered workshop professionals. |
| Sheltered workshops programs are not as normal and integrated as they could be or should be. | Establish program nearer to industry or external employment site. Offer various levels of "shelteredness" within the program in order to serve the individual needs of all clients. | Follow the projects with industry concept and least restrictive environment concept. | Sheltered workshop operators. |
| Sheltered workshop programs need to better inform the area professionals and community with regard to its mission. | Involve related service agency professionals, parents and consumers in advisory capacity to sheltered workshop. | Establish committee. Extend communications to other groups and committees. | Sheltered workshop professionals. |
| Lack of attention and coordination with related service agencies and programs which could benefit their clients, i.e. housing, transportation, recreation, etc. | Pay attention to related needs of client. A fuller program has a greater chance for success. | Broaden mission. | Sheltered workshop professionals. |
| Ttraining programs are often not germane to employers' needs. | Canvass employers and learn what jobs are possible. Then develop program that relates to these opportunities. | Establish committee of area employers to review and advise program. | Sheltered workshop professionals. |

## The Pathways Model

"Pathways to Employment—II" was a national needs assessment of the job preparation field serving handicapped young people. It was a meeting designed to identify the variety of issues and barriers affecting every phase of this field. It sought to involve representatives from all the professions and perspectives who hold an interest in the occupational development of disabled youth.

One of the basic motivations behind our conducting this meeting was our recognition of the need for activities which help to generate understanding concerning the needs of disabled youth for career related instructional programs. In the main, disabled youth do not have enough quality career instructional programs available to them. Insufficient attention and resources are being applied to this need. Consequently, we believe activities such as "Pathways" type meetings offer all concerned a vehicle for developing a better understanding of this need and for generating positive action steps designed to improve this situation.

With this objective in mind, this section of our report will discuss the technique of the meeting. It is our hope that the "Pathways" model will offer state and local groups a vehicle or method which will help them to generate action in this area.

**Purpose**

The purpose of a "Pathways to Employment" type meeting should be: 1.) to focus on the needs of handicapped youth for occupational programs; and, 2.) to provide a platform for diverse perspectives to come together to share their experiences and to develop a collective wisdom regarding what needs to be accomplished in this area.

One of the most valuable dimensions of a "Pathways" meeting is its ability to focus people's attention on this particular phase of programming. A major meeting on the job preparation of disabled youth can command attention. Attention is the first step in generating an improved situation. Since this is one of the basic purposes of the meeting be careful not to allow other subjects to be considered that don't relate directly to this one. If discussion is allowed to stray from this precise concern you will loose the effect that single purpose meeting can achieve.

The second purpose of a "Pathways" meeting is to provide all concerned with an opportunity to interact with allied professionals and perspectives. In addition to the obvious value of affording related professionals an opportunity to learn about the problems, issues and experiences of others—the meeting's deliberations will have far more credibility if every constituency is involved. Too often we meet in professional isolation. Special education meets with special education. Vocational rehabilitation meets with vocational rehabilitation. Vocational education meets with vocational education. If we are to fairly address all phases of the job preparation field we need to have representatives from all phases present. With all concerns present our meetings credibility is enhanced and opportunity for accurate identification of concerns is increased.

**Objectives**

The objectives or outcomes to be achieved by a "Pathways to Employment" meeting should be: 1.) the documentation and understanding of the issues and barriers facing this field; 2.) the development of recommendations for actions designed to improve the job preparation of disabled youth; 3.) the development of a publication or report which publicizes the findings and action strategies developed by the conference.

Initially, the "Pathways" meeting is a needs assessment. The first phase is to identify the problems and issues that exists in your locality. This is accomplished in several steps which are sequential and explained in detail later in this section. Obviously, we need to develop a comprehensive understanding of the situation before we can go about the business of offering recommendations.

And, that's the other phase of "Pathways". The development of recommended action steps. It's important that these action steps be clear, concise and achievable. In addition, indicate who should be doing what. Link each recommendation to an agency or group.

The third objective of a "Pathways" type meeting is to insure communication of the information generated by those who attended the meeting with those who were not there. A publication or formal report will help to accomplish this. In addition, it will add to the formality of your recommendations and command more attention.

**Process**

The first action step necessary if you wish to conduct a "Pathways" type meeting in your area is to establish a study group or committee. The purpose of this body should be: 1.) to confirm the need for the meeting in your area; 2.) to review and affirm the basic purposes and objectives of the proposed meeting; 3.) to develop an outline of the issues and barriers to be considered by those who attend the meeting; 4.) to make recommendations on who to invite; 5.) to develop the meeting's process; 6.) to select a meeting site and date; 7.) to assist in the development of the conference publication.

First, a word about the study group or committee. Since one of the important dimensions of the "Pathways" model is its involvement of representatives from all professions and perspectives with interest in this topic, it's logical to attempt to achieve a similar balance of representation on your planning committee. Seek our representatives from special



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education, vocational rehabilitation, vocational education, CETA, parents, employers and handicapped individuals. Others to consider are: sheltered workshops, unions, adult education and higher education. Your priorities for members may, of course, be different. Consider this requirement accordingly.

Once assembled, the planning committee's first order of business should be to verify or confirm the need for a "Pathways" type meeting in your area. With representatives from each of the pathways to employment involved in this judgment you're bound to get the right answer. Some questions to consider are: What are the recent employment experiences of your area's handicapped youth? Are they getting decent jobs? Are they getting jobs? Are they present in vocational education classrooms? In CETA programs? By answering these questions you'll begin to get a clearer picture regarding the need for a "Pathways" meeting in your area.

Once it has been concluded that your area could benefit from such a meeting the next step for the planning committee should be to review and develop the meeting's purposes and objectives. Please understand that there are other concerns that may also require close scrutiny by the planning committee at this point: such as who shall sponsor this activity; and other logistical considerations. Since these are common to all meetings we will not be discussing them in any detail. Just don't forget them!

The next item on your planning committee's agenda should be what amounts to a partial run through of the actual meeting. This is the needs assessment phase or development of the issues and barriers existing in your locality. The planning committee should attempt to brainstorm the issues and barriers facing all concerned in the area of occupational preparation of disabled youth. What are the problems of the special educator? What are the problems of the employer? Of the parent? Of the disabled youth? As you proceed, attempt to find a logical organization for these issues. It's important that you establish a structure. This structure will not only help to insure order to your needs assessment but it will also aid in the division of topics during the actual meeting. It's not necessary to identify every issue, only enough issues to determine a structure and to clearly define each topical area.

Next, the planning committee ought to begin to identify those persons who should be invited to the meeting. Seek representatives from special education, vocational rehabilitation, vocational education, adult education, higher education, CETA, employers, unions, sheltered workshops, parents and disabled people. In addition, try to identify key administrators, board members, and organizations in each field. Strive to get those people to come who know the problem and who can impact on the problem.

The next consideration for the planning committee is the development of the meeting's process or agenda. There are two basic phases to this meeting. They are the needs assessment phase and the recommendations for action phase. We have included at the end of this section copies of forms which illustrate our national "Pathways" process. We devised eight steps or tasks to our process. You may decide on a variation of this. Whatever is decided be sure that it's logical and develops a product.

**Content**

In a meeting as complex as this one, it's very important to offer as much direction and structure as possible without being overbearing so as to provide a framework for the delegates to the meeting to build on. One of the jobs of the planning committee should be to brainstorm the issues and barriers facing the job preparation of disabled youth in your area. Try to find a logical organization for this information. We organized this information into fifteen topical areas. They were: 1.) financing, 2.) personnel preparation, 3.) programming, 4.) legislation, 5.) parents and advocacy groups, 6.) materials, 7.) interagency cooperation, 8.) employers, 9.) unions, 10.) accessibility, 11.) consumers, 12.) testing and evaluation, 13.) atttitudes, 14.) insurance and 15.) sheltered workshops. Please refer to the proceeding chapter for a complete review of these issue areas. There are many other important topical areas possible.

**Scenario**

In an attempt to solidify all the information we've discussed so far let's examine how a "Pathways to Employment" might be staged. Here's a possible scenario.

We've planned a two day meeting. One day to review and define the problems and the second day to develop recommendations. When the delegates arrive, they are assigned to a discussion team of ten people who share their professional affiliation or perspective. All special educators are grouped together. All vocational educators are together. All parents. All handicapped people. These groupings or guilds are where we shall begin the process. At this point, the issues and barriers developed by the planning committee are not yet shared with the delegates. We don't want to influence anyone's thinking during the first session. This first session will begin after a short welcome and introduction of the meeting.

**Task #1**

When the first session or guild meeting begins we have asked one person in each group of ten to be the discussion leader. Anyone can do this and they don't really need to be trained in advance. The objective of this session is to develop each constituency or guild's thinking. When we break-up these guilds and reassign everyone to multidisciplinary teams they will come to the team representing a


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larger number of their own. During the guild meeting they will be asked to list their concerns about the job preparation of disabled youth. They will be encouraged to be selfish as a profession or perspective. What does special education think about all of this? What do parents think? What do employers think? We want to encourage an isolated appraisal of this area. We want to do this for two reasons. First, it will be supporting to each group if they begin this introspective process in the company of people who share their thinking. This will help to bring people out and get them started. And, secondly, when guilds break-up and everyone is assigned to a multidisciplinary team the delegate will be freer and better abled to represent his or her field. They will be speaking not only on their own behalf, but on behalf of those colleagues who were a part of their guild.

**TASK #2**
Armed with the concerns of their perspective or profession the next phase of the meeting is the reassignment of everyone into multidisciplinary teams. Each of these discussion teams should consist of representatives from each constituency present. They should be no larger than 10 people. Each team should be assigned a group moderator or facilitator. This individual should be both a skilled leader and trained in the "Pathways" process. The training can be done before the meeting starts or before the actual meeting date.

These multidisciplinary teams are where the work will be done. Imagine them as microcosms of the job preparation field. Each group should have a representative from the 10 or 11 professions and perspectives identified earlier (special education, vocational rehabilitation, etc.). Since there is so much material to address, seek to divide the material among your discussion teams, if you have fifteen topics, like we did, you'll need at least fifteen groups of ten to cover everything. Of course, adapt this to your needs.

The first, action step of these teams will be to orient themselves to their assigned topic. Here is where the work of the planning committee is utilized. As a result of the planning committee's brainstorming of issues and barriers, this information will be what orients the multidisciplinary teams to their topics. They will review what the planning committee thought were some of the concerns in their assigned topic and expand on this list. Don't underestimate the need to have this information prepared in advance. It will save hours of unproductive discussions by the teams if they are clear on their topic and their mission.

**TASK #3**
After an hour or two of exploring the assigned topic the next step would be to set that aside and allot a block of time to a review of other unassigned topics. We do this for two reasons. First, it allows the delegates to express themselves in all other topical areas. And, second, their expressions are communicated by a routing system to the team that has been assigned the topic they wish to comment on. Task #3 is accomplished in an independent fashion for expediency sake. Each delegate is allowed to work on their own. After a reasonable period, about an hour or two, all the comments recorded by the delegates on unassigned topics are collected and routed to the team that has responsibility for the topic.

**TASK #4**
After completing a review of unassigned topics it's back to work on your assigned topic. But, now you have new input to consider! You will be receiving the concerns other delegates expressed about your assigned topic. Now, the team's job is to consider all these external comments and incorporate them into the master list of issues and barriers they began to prepare during task #2. At the end of this block of time the teams should have a completed and prioritized list of issues and barriers in their topical area.

**TASK #5**
On the next day, we changed our mission from a needs assessment to a strategy session. We have our problems spelled out. Our job during day two's first block of time is to begin designing action steps designed to correct or alleviate these problems or issues or barriers. Since the most important level of administrator is the local level, priority should be given to developing action steps and strategies here. Each prioritized problem should be matched with an action strategy. The strategies or recommendations should be precise and directed at specific agencies or groups.

**TASK #6**
This next step may be considered optional. The purpose of this task is to develop corresponding action strategies for state and national agencies and groups. If this is done be sure to communicate your concerns to the agencies and groups you identify as having responsibility for these action strategies. This can be undertaken by your planning committee. One easy way to achieve this end would be to communicate your concerns to your state and national legislative representatives.

**TASK #7**
The last step for the multidisciplinary teams to accomplish is the preparation of their final reports. Remember, one of the basic objectives of this conference is to develop a product. A publication or report which will communicate the concerns and ideas developed during the meeting to those who were not present at the meeting. This is the time block to complete your report and to prepare for the final portion of the meeting—team oral reports.

**TASK #8**
This is the crescendo of the meeting. The presentation of each groups final report. During this period of time each of your discussion teams will be invited to tell everyone else what their discussions were all about and what their major recommendations


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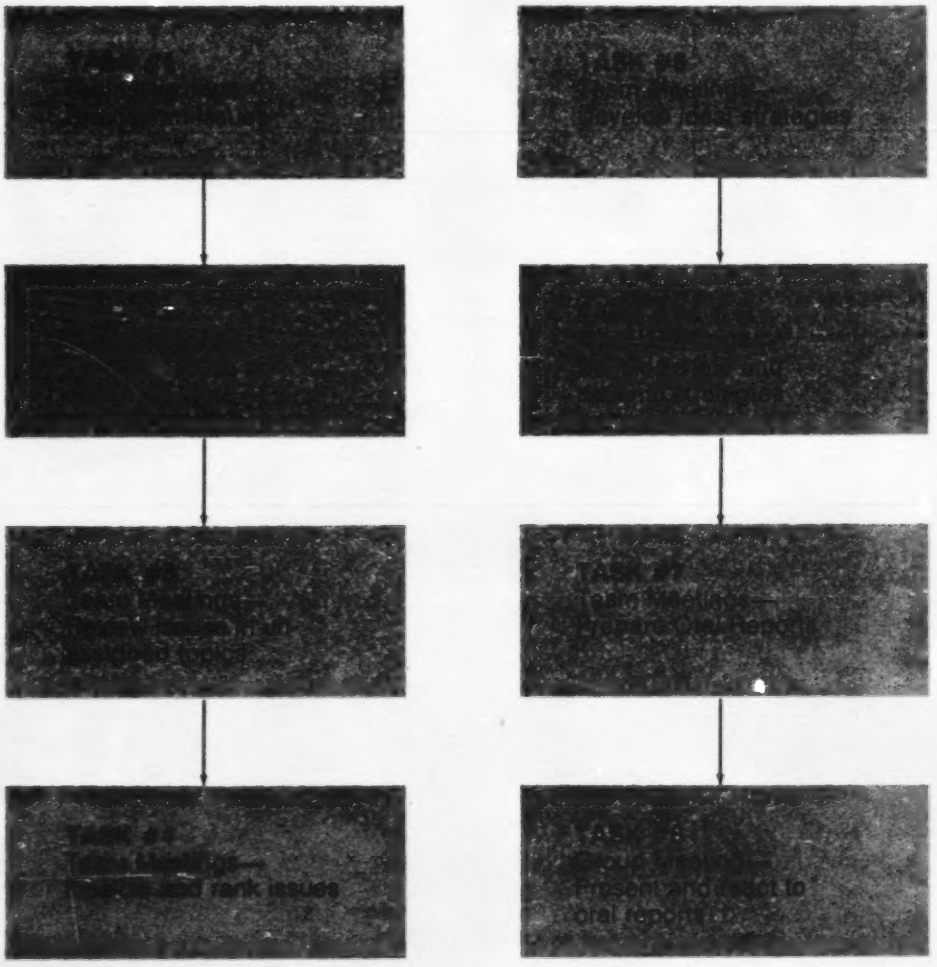
are. You may wish to invite a panel consisting of top level policy makers in the community and the local press to hear these summary statements. Once this is completed the meeting is not quite over. The last act should be to collect the final reports of each group for your product.

**Final Report**

Since it's important to have a publication or report developed as a result of the "Pathways" meeting, the final act in this project will be the preparation of this document. You might follow the format we've used in this publication for your report. Or, if resources are limited you may wish to simply publish a summary of the major recommendations developed during the meeting. Whatever you choose to do the worksheets that follow are designed to record the information from which a report will be drawn.

## "Pathways To Employment II"

### Work Sheets



| **Task #1: Guild Meetings** | | **Guild Facilitator**<br>**Group #**<br>**Guild** |
|---|---|---|
| **General Issues**<br>Any issues, barrier or concern related to the job preparation or placement of handicapped youth. | **Specific Issues**<br>Issues, etc., related to your profession, discipline or perspective which impact on the job preparation or placement of disabled youth. | **Critical Issues**<br>The top three items from each preceding column. |
| | | |

**Guild Meeting:** (Steps to completion)

1. *Brief* introduction of each person
2. Select a recorder
3. Facilitator review process of session
4. Brainstorm general issues
5. Brainstorm specific issues
6. Group identifies tops three from each column
7. Facilitator delivers recorder's completed form to conference planners



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| **Task #2: Discuss Assigned Topic** | **Facilitator**<br>**Team #**<br>**Topic** |
|---|---|
| **Brainstorm Issues**<br>Develop issues in assigned topical area. Refer to sample issues provided. | **Codify Issues**<br>A clean list of issues. |
| | |

**Team Meeting:** (Steps to completion)

1. Introduction of each person
2. Select a recorder
3. Group facilitator review process of session
4. Review sample issues in assigned topic
5. Brainstorm issues relating to assigned topic
6. Discuss, better define and codify list of issues

| Task #3: Review Unassigned Topics | Your Name<br>Your Team #<br>Topic |
|---|---|
| **AN ISSUE TO CONSIDER** | **A POSSIBLE SOLUTION TO ISSUE** |
| | |

**TEAM MEETING:** (Steps to completion)

1. Work individually, or as a group
2. Review all other topical issues except those of your assigned topic
3. Complete *one* "Task #3" form per topic or per issue—be sure to suggest a possible solution to issue
4. Discuss your concerns with group, as appropriate
5. Turn in completed "Task #3" worksheets to conference staff for redistribution

| **Task #4: Finalize and Rank Issues** | | **Team Facilitator**<br>**Team #**<br>**Topic** |
|---|---|---|
| **LOCAL**<br>Top three issues | **STATE**<br>Top three issues | **NATIONAL**<br>Top three issues |
| | | |

TEAM MEETING: (Steps to completion)

1. Review and consider "Task #3" forms prepared on your assigned topic by other teams
2. Incorporate this input, as appropriate, into your list of issues
3. Rank order issues and identify each as a concern for the local, state and/or national level
4. Fill-in worksheet to reflect group's top three issues at each level of government

NOTE: Completed worksheets from Task #4, #5 and #6A & #6B constitute your final product.

| Task #5: Local Strategies | | Team Facilitator<br>Team #<br>Topic |
|---|---|---|
| **LIST LOCAL ISSUE #1** | **LIST LOCAL ISSUE #2** | **LIST LOCAL ISSUE #3** |
| **RECOMMENDED ACTION**<br>(Who, What, Why and How) | **RECOMMENDED ACTION**<br>(Who, What, Why and How) | **RECOMMENDATION ACTION**<br>(Who, What, Why and How) |

| TASK #6A: State Strategies | | Team Facilitator<br>Team #<br>Topic |
|---|---|---|
| **LIST STATE ISSUE #1** | **LIST STATE ISSUE #2** | **LIST STATE ISSUE #3** |
| **RECOMMENDATION ACTION**<br>(Who, What, Why and How) | **RECOMMENDED ACTION**<br>(Who, What, Why and How) | **RECOMMENDED ACTION**<br>(Who, What, Why and How) |

| Task #6B: National Strategies | | Team Facilitator<br>Team #<br>Topic |
|---|---|---|
| **LIST NATIONAL ISSUE #1** | **LIST NATIONAL ISSUE #2** | **LIST NATIONAL ISSUE #3** |
| **RECOMMENDED ACTION**<br>(Who, What, Why and How) | **RECOMMENDED ACTION**<br>(Who, What, Why and How) | **RECOMMENDED ACTION**<br>(Who, What, Why and How) |

| **Task #7: Prepare Oral Report** | | **Team Facilitator**<br>**Team #**<br>**Topic** |
|---|---|---|
| **LOCAL ISSUE**<br>(Select one of top three) | **STATE ISSUE**<br>(Select one of top three) | **NATIONAL ISSUE**<br>(Select on of top three) |
| | | |

**TEAM MEETING:** (Steps to completion)

1. Select a spokesperson who will make the presentation on behalf of the team
2. Discuss which single issue from each level (local, state and national) your team would like to include in the oral report
3. Each oral report will be limited to *two* minutes
4. Time will allow the spokesperson to cover only *one* of these three selected issues. You may wish *one* of these three selected issues. You may wish to decide on a rank order for these three selected issues. If a prior report adequately covers the issue you had selected as number one, then present issue number two as your oral report. If both your number one and number two issues are covered by others before you, then issue number three should be the subject of your oral report. This procedure will help prevent repeating during this session.

| **Task #8: Reaction to Oral Reports** | **Your Name**<br>**Topic** |
|---|---|
| **ISSUE AND/OR RECOMMENDATION**<br>Identify reported item which you wish to comment on. | **YOUR REACTION**<br>If you disagree or would like to add to comments made, let us know here |
| | |

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